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UNITED STATES DEPARTMENT OF AGRICULTURE  
FARM MANAGEMENT AND FARM ECONOMICS  
WASHINGTON, D. C.

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April 7, 1922.

The Honorable

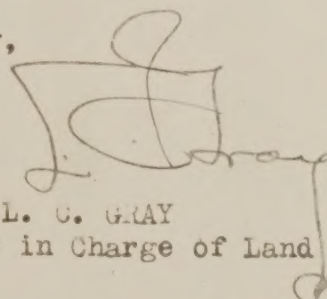
The Secretary of Agriculture.

Sir:

On November 30th last you instructed me to confer with Mr. A. L. Austin, the representative of the Department of Commerce, to consider the work of the Department of Agriculture and the Department of Commerce in the collection of statistics relating to agriculture, with a view to readjustment of the statistical work of the two departments.

I have the honor to submit herewith copy of a report agreed upon by the two representatives. A duplicate of the report is being transmitted by Mr. Austin to Secretary Hoover under even date.

Respectfully,



L. C. GRAY  
Economist in Charge of Land Economics.

Inclosures

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March 28, 1922.

Honorable Henry C. Wallace,  
Secretary of Agriculture.

Honorable Herbert Hoover,  
Secretary of Commerce.

Gentlemen:

The joint committee appointed by you to consider the statistics of the Department of Commerce and of the Department of Agriculture have completed the task assigned. We have taken a somewhat longer time than was originally expected, because we found the task a large and difficult one and because we desired to make a complete survey of all the statistical work of the two Departments.

We have assumed that our principal function should be to consider primary statistics in order to promote greatest efficiency in the collection and compilation of such statistics. Some justification frequently exists for duplication and overlapping between two departments in the secondary publication and use of statistics because of differences in points of view and in the objectives of the various services.

Our survey has not revealed a great deal of duplication involving exact coincidence in sources of statistics, form, and time of inquiry. However, there is a good deal of overlapping which provides opportunity through cooperation and mutual understanding to accomplish the same results as at present, but with greater efficiency. Where such opportunities seemed to exist we have conferred with representatives of the bureaus interested in order to determine the details of arrangements that would be satisfactory to both parties. In one or two instances this involved merely an attempt to effect improvements in details of co-operative arrangements already established.





From the above point of view we have agreed upon the following specific suggestions:

1. Statistics of Forest Products.

Cooperative relations between the Forest Service and the Bureau of the Census have existed off and on since 1906 in the collection of statistics concerning the production of lumber, lath, shingles, pulpwood, and other forest products. From 1906-1912 such statistics were collected and compiled annually by the two bureaus on a cooperative basis. Thereafter the two bureaus cooperated closely in the quinquennial years when the census of manufactures was taken, but in the four intervening years of each quinquennial period, the responsibility was assumed by the Forest Service.

These methods involved no great loss in efficiency so long as the census of manufactures was taken quinquennially, but now that the law provides for a biennial census it is obviously inefficient for each bureau to maintain a separate staff for the purpose of collecting and compiling the statistics in alternate years. At the same time annual statistics, which have been collected for certain of the principal forest products for nearly two decades are of great importance, not only to the manufacturers and the trade in general but also to the Forest Service in connection with its administration of the national forests and its researches in methods of using forest products.

In view of these considerations we recommend that the Bureau of the Census collect, compile, and publish the statistics of forest products as follows:

Annual Statistics

Lumber, Lath and Shingles  
Pulpwood Consumption and Woodpulp Production





Biennial Statistics.

Ties Purchased  
Poles Purchased  
Cooperage Stock  
Veneers (Wood consumed)  
Wood Distillation  
Tanning Materials

Decennial Statistics.

Mine Timbers Consumption

In view of the fact that no statistics of mine timbers have been secured since 1905, it is recommended that such statistics be collected, compiled and published for 1923, and thereafter at each decennial census.

Your Committee inquired as to whether the general decision arrived at in reference to the handling of the major census projects, such as lumber and pulpwood should extend to the Forest Service project called "Preservatives Used and Wood Treated." This project has been maintained annually by the Forest Service since 1910, in cooperation with the American Wood Preservers' Association, which prints the report annually as part of its Proceedings.

The questionnaire used by the Forest Service is detailed and very technical, differing entirely from the general schedule used by the Census. It amounts to a technical study of the industry rather than statistics of production or consumption as applied in the other projects. For this reason, although the Bureau of the Census sends its general schedule of manufactures to the same firms biennially, we recommend that this study remain in the Forest Service.

For the technical management of national forests in the twelve western states the Forest Service needed to collect early information of the lumber cut and other data which would necessarily mean a duplication of questionnaires to the manufacturers. For the purpose of eliminating such duplica-



tion, a cooperative agreement was entered into for the year 1921 between the Director of the Census and the Acting Forester, a copy of which is attached. (Marked Exhibit A). Substantially the agreement provides that the Forest Service shall employ its field agents in the twelve western states to collect data required for the census of forest products, since such agents can visit the various establishments located in that territory at a minimum of expense, the expense involved to be defrayed out of the Census appropriation.

Subject to the conditions of the above-mentioned agreement we recommend that members of the Forest Service who have qualified as special agents of the Bureau of the Census be permitted to have access to all unpublished materials relating to the lumber industry in the files of the Census Bureau for the purpose of making such compilations as the authorities of the Bureau of the Census do not expect to make.

We also recommend that this agreement be continued for years subsequent to 1921, with such changes in the details of the arrangement as may appear to be desirable; such changes to be agreed upon by representatives of the two bureaus.

## II. Naval Stores.

As a result of the importunity of manufacturers of naval stores and dealers therein the Bureau of Chemistry, Department of Agriculture, began in 1918 to collect, compile, and publish semi-annually statistics of production of turpentine and rosin and of stocks on hand at the stills, at the principal distributing points and in the hands of domestic consuming industries. The Bureau of the Census collects and compiles biennially statistics of production as a part of the Census of Manufactures.

In order to avoid duplication of work, to lessen annoyance to producers and consumers, and to secure statistics with greater promptness and accuracy,





we recommend that a cooperative agreement be established with the following principal provisions:

1. That the Bureau of the Census collect, compile, and publish annually statistics of the production and stocks on hand at the stills of turpentine and rosin.

2. That such employees of the Bureau of Chemistry as can be used in securing delinquent reports or the preparation of the data be sworn in as special agents of the Bureau of the Census without compensation.

3. That the schedules used for the collection of the statistical data carry the notation: "In cooperation with the Bureau of Chemistry, Department of Agriculture," and that employees of the Bureau of Chemistry, who are sworn agents of the Bureau of the Census, may take off such information as is needed for technical purposes by the Bureau of Chemistry, but no data compiled from the Census schedules is to be given out in any way by the Bureau of Chemistry without the approval of the Bureau of the Census.

4. That the Bureau of Chemistry continue to collect statistics of stocks of turpentine and rosin on hand at distributing centers and in the consuming industries, and that these statistics be published in connection with the statistics of production, preferably as part of the census report, due credit being given the Bureau of Chemistry.

### III. Sugar Statistics.

For the past twenty-three years the Department of Agriculture has collected and compiled annually detailed statistics of sugar production. There is a close local connection between sugar mills and farm production, and it has been found that statistics of production can be obtained more expeditiously and more satisfactorily from the sugar mills than from farm producers.





The Bureau of the Census collects statistics biennially on beet and cane sugar production. The inquiries duplicate in part the inquiries made annually by the Department of Agriculture, and every other year the two Departments send separate schedules involving this partial duplication to the manufacturers. Moreover, both Departments are compelled to employ special agents to follow up the inquiries.

In view of these conditions we recommend a cooperative arrangement on the basis of the following terms:

1. That the schedules now employed by the two Departments for cane sugar mills be combined in a single schedule to include the essential inquiries in the separate schedules as now employed.
2. That the schedules employed for beet sugar mills be similarly combined.
3. That the Department of Agriculture annually collect the statistics on the combined schedules for cane and beet sugar mills, using its field agents for follow-up purposes when necessary in order to make the count complete.
4. That in the same connection the Department of Agriculture undertake to collect biennially in regions where sugar is produced the statistics on sugar refining now collected by the Bureau of the Census, turning the schedules over to the Bureau of the Census.
5. That the results of the schedules for sugar mills be tabulated by the Department of Agriculture and that portion of the results which corresponds to the present inquiries of the Bureau of the Census be supplied to the Bureau of the Census in the years when the census of manufactures is taken.

#### IV. Statistics of Agricultural Machinery.

The Division of Agricultural Engineering, Bureau of Roads, Department of Agriculture, is charged with the duty of making special studies in the use of



agricultural machinery with a view to determining the relative efficiency of various kinds of machinery and their adaptability to the needs of farm production. In 1920 it became apparent that for these purposes, as well as to meet the needs of the trade, more detailed statistics were required than were supplied by the Bureau of the Census. In 1920 the Bureau of Public Roads sent schedules to the manufacturers to obtain the needed data. In 1921, in order to avoid sending duplicate schedules to the manufacturers, the Bureau of the Census agreed to send out the detailed schedule with some minor changes as employed by the Bureau of Roads the previous year.

We have made careful inquiry and find that information supplied by the use of a detailed schedule of this general scope and character is of great importance not only for the investigational work of the Bureau of Roads, but also to meet the needs of the agricultural implement trade. We recommend that the Bureau of the Census undertake the responsibility of collecting, compiling, and publishing the information.

Because of the disturbed conditions in the manufacture and sale of agricultural machinery in the present period of industrial readjustment, we recommend that the statistics of farm implements and machinery suggested above be collected annually. It may be that when conditions are more nearly normal biennial statistics may be found sufficient.

#### V. Statistics of Dairy Products.

In addition to the collection and compilation of daily and weekly market reports, stocks, and prices of butter, cheese, and condensed milk, the Department of Agriculture collects each quarter reports by months on production of dairy products. The Bureau of the Census collects, compiles, and publishes biennially reports on butter, cheese and condensed milk, although the statistics





are not so detailed as those collected quarterly by the Department of Agriculture. With minor changes in the schedule employed by the Department of Agriculture it could be made to supply all the information now collected annually by the Census of Manufactures, except the data on capital, employees, etc., included in the general manufacturing schedule.

We recommend:

1. That the lists of establishments now maintained by the two Departments be checked against each other for greater completeness.
2. That the Department of Agriculture furnish the information from its quarterly reports necessary to supply the data for the classified list of products now contained in the biennial report of the Bureau of the Census.
3. That the Department of Agriculture include biennially in its questionnaire the data now included in the general schedule of the manufacturing census, turning this information over to the Bureau of the Census.
4. That in the quarter (occurring biennially) when this questionnaire is issued, the authority of the Bureau of the Census be invoked to compel replies from those establishments which after reasonable solicitation by mail fail to supply the data requested, and that the Bureau of the Census furnish any special agents necessary to complete the canvass. (Note - The replies now obtained by the Department of Agriculture are estimated to supply statistics on more than 95 per cent of the total product in the case of butter, cheese, and condensed milk, and about 75 per cent in the case of ice cream).
5. That further details of the arrangement be worked out in conference by representatives of the interested parties.

#### VI. Statistics of Oleomargarine.

Statistics with reference to oleomargarine are now collected and compiled by three Departments - Agriculture, Commerce (Bureau of the Census), and





Treasury (Internal Revenue). The Department of Agriculture publishes statistics monthly showing production classified by materials used and whether the product is colored or uncolored. The Bureau of the Census issues biennial statistics of value of product in its report on slaughtering and meat packing. However, this does not include oleomargarine produced exclusively from vegetable oils. The Bureau of the Census reports the value of all products of establishments where oleomargarine is the principal product as the value of oleomargarine produced. Consequently there is no necessary correspondence between the figures of total value of oleomargarine products reported by the Department of Agriculture and those shown by the Bureau of the Census. Moreover, the Bureau of Internal Revenue and the Bureau of Foreign and Domestic Commerce issue separate statistics of exports of oleomargarine. There is an annual discrepancy in these statistics which in some years has amounted to 100 per cent of the lowest figure.

The above facts suggest the need for a conference between the various bureaus of the three Departments, for the purpose of developing uniformity in schedules and eliminating duplication in collection and tabulation of statistics of oleomargarine production and trade.

#### VII. Statistics of Slaughtering and Meat Packing.

Monthly statistics of slaughtering and meat packing are collected and compiled by the Department of Agriculture, showing by kinds and classes the number of animals slaughtered, live and dressed weights, quantity of edible fats, and other details. The statistics of inspected slaughter are obtained by the Bureau of Animal Industry and statistics for non-inspected establishments and for slaughter in local stockyards, by the Bureau of Markets. The Bureau of the Census collects and compiles biennially statistics of slaughter-



ing and meat packing by establishments with an annual output of \$500 and above. Consequently this inquiry is at present much more widely circulated than that of the Department of Agriculture, but does not supply information in such great detail concerning the livestock slaughtered.

It is believed that by the addition of a few more items to the Census schedule data of great value can be obtained that will serve as a basis for determining the ratio of the statistics collected monthly by the Department of Agriculture to the total volume of slaughter. We recommend that when the time comes to prepare the schedules for the 1923 census of slaughtering and meat packing, representatives of the two Departments confer with reference to the inclusion of additional inquiries providing for classifying each of the main kinds of livestock slaughtered, e.g., in the case of cattle, steers, cows, bulls, and stags, on sheep and lambs separately, and including goats as a separate item, -- segregating lard oil and tallow into edible and inedible, etc. We also recommend that the mailing lists of the Bureau of Markets and the Bureau of the Census with reference to the slaughtering and meat packing industry be checked against one another to ensure greater completeness.

#### VIII. Wool Statistics.

The Bureau of the Census collects monthly, from manufacturers, the number of active and inactive spindles. The Department of Agriculture collects monthly from manufacturers the quantity of wool consumed. The Department of Agriculture collects quarterly, from manufacturers and dealers, the stocks of wool on hand.

In order to avoid duplication in the sending out of schedules to manufacturers and dealers and to promote efficiency in the collection of statistics, we recommend a cooperative agreement based on the following principles:

1. That hereafter, the Bureau of the Census collect monthly, from manufacturers, the number of active and inactive spindles (as heretofore), also the quan-





tity of wool consumed (heretofore collected by the Department of Agriculture).

2. That hereafter the Bureau of the Census collect quarterly stocks of wool held by manufacturers and that the Department of Agriculture collect like data from warehouses, dealers, and other sources.

3. That the quarterly statistics on stocks of wool be collected as of the same date and after tabulation be exchanged between the two departments on a regular date to be agreed upon.

4. That in assuming the function of collecting monthly statistics on wool consumption the Bureau of the Census agree to release the results on a regular date each month, to be agreed upon.

5. That an agreement be reached for a uniform classification of the schedules used.

#### IX. Foreign Statistics.

Your committee have not attempted to make a report with reference to the work of the two departments in the collection of foreign statistics, since we understood that this subject was under discussion between the Chief of the Bureau of Foreign and Domestic Commerce and the Chief of the Bureau of Markets.

#### X. Special Tabulations of Data in Census of 1920.

On July 19, 1921, a letter was addressed to the Secretary of Commerce by the Acting Secretary of Agriculture calling attention to certain tabulations of census data needed by the Department of Agriculture, and expressing the hope that it would be possible for the Department of Commerce to provide for the tabulation of the several items. In the ensuing correspondence it appeared that provision had been made for some of the tabulations. However, the following important tabulations suggested in the letter of July 19th have not yet been provided for:



1. The six questions on the uses of land.
2. Farm population.
3. Rental shares.

1. Just prior to the appointment of this committee an agreement had been effected between representatives of the Department of Agriculture and of the Bureau of the Census for cooperation in the tabulation of the six questions on the uses of land, on the basis of substantially equal contributions, amounting in all to about \$13,000 from each department. Something less than half of the work was to be done in the present fiscal year, and the remainder next year. We recommend that this agreement be put into effect, with such changes of detail as may be necessary due to the delay in starting the work.

2. A question was inserted in the population schedule for 1930 which makes possible a compilation of the number of persons residing on farms. For the first time in our history we are afforded an opportunity to determine statistically the composition and characteristics of farm population, as distinguished from rural population -- information similar to that now available for cities. Such statistics would be of great economic value, besides affording a basis for the educational and social reorganization of farm population. (See plan of tabulation, marked exhibit B).

Considerable correspondence has been carried on between the two Departments with reference to the tabulation of this material, but on account of lack of funds the Bureau of the Census has not considered it feasible to assume the cost of this tabulation -- estimated at about \$100,000. However, under a special agreement, a cooperative experimental tabulation in eight selected counties is being made. The greater part of the expense is contributed by the Department of Agriculture.





We recommend that the above-mentioned cooperative project be extended and made to include such other areas as may be considered important by the Department of Agriculture. We also recommend that the two Departments cooperate in an attempt to obtain the funds needed for a complete nation-wide compilation.

3. The agricultural schedule for the census of 1920 contained an inquiry as to the fractional share paid as rent. This information would be valuable in certain studies carried on by the Department of Agriculture. We recommend that the Department of Agriculture be afforded opportunity to compile this information for selected counties.

XI. Need for close Cooperative Relations between the Department of Agriculture and the Bureau of the Census.

The importance of close cooperation between the Department of Agriculture and the Bureau of the Census should be recognized. The interests of the Department of Agriculture in the agricultural census are peculiarly vital because these statistics are largely basic to much of the research and administrative work of the Department of Agriculture. On the other hand, the special familiarity of employees of the Department of Agriculture with farming conditions in various parts of the United States may be made use of by the Bureau of the Census so as to increase its efficiency. Moreover, there is considerable possibility of overlapping in the work of the Department of Agriculture and the Bureau of the Census on subjects relating to agriculture unless close cooperative relations are established and maintained.

In view of these considerations, we recommend that the following principles of cooperation be recognized:

1. So far as the field of agriculture is concerned the function of the Bureau of the Census is the collection, compilation, and presentation of sta-



tistics without attempting to assemble materials from other sources or to develop conclusions not necessary to the presentation of the statistics which are collected by the Bureau.

2. In the preparation of the schedule for the census of agriculture and in the plan of tabulation the Department of Agriculture has a deep interest, and representatives of that Department should be afforded opportunity to make suggestions in these regards. The same principle of cooperation should apply to the consideration of that part of the population schedule which relates to agricultural population and occupations. This is merely giving formal recognition to a policy which was observed in the case of the Census of Agriculture of 1920.

3. Through its county agents and crop reporters the Department of Agriculture is in a position to render great assistance to the Bureau of the Census in supplying information with reference to the competence of prospective enumerators in rural districts and in supplying a check on the completeness of the canvass. Many crop reporters were employed as census enumerators in 1900 and 1910, and their services are believed to have been generally satisfactory. Without question, close cooperation in these regards would result in increased efficiency.

4. Through long experience in studying the agricultural statistics of their respective states the State Agricultural Statisticians of the Department of Agriculture could render service in reviewing the preliminary results of the agricultural census in each state with a view to calling attention to probable errors which could be eliminated in the final checking of the figures.

5. It has been true in the past that inadequacy of funds has prevented the Census Bureau from making certain tabulations of statistics in the schedules of the agricultural census which are of special importance for the work of the





Department of Agriculture. In order that such statistics may be made available it is desirable that arrangements be effected for cooperation between the two Departments in the tabulation of such statistics. If the funds of the Bureau of the Census do not admit of such an arrangement, the Department of Agriculture should be given opportunity to undertake the tabulation on its own account. This is merely recognizing a relationship that has existed in a number of instances in recent years.

6. Lack of space has made it necessary for the Bureau of the Census to destroy the schedules and other materials of previous agricultural censuses. These schedules and materials may be of great value to the Department of Agriculture for the purpose of making special studies not undertaken by the Bureau of the Census, and especially for the purpose of analyzing the agricultural statistics of particular regions. It is, therefore, recommended that the Department of Agriculture be given six months notice of the intention of the Bureau of the Census to destroy the schedules, punch cards and result slips of the agricultural census, in order that the Department of Agriculture may have opportunity to consider whether part or all of this material should be preserved for its use and to make arrangements for the storage of such materials. Such materials as may be designated by the Department of Agriculture during the period of six months should be transferred to the custody of that Department, subject to such legal restrictions as may apply to the disposition of census schedules.

7. Both Departments recognize the need for putting the census of agriculture on a quinquennial basis. We recommend an agreement for cooperation in obtaining the necessary legislative appropriation for the agricultural census authorized by Congress for 1925.

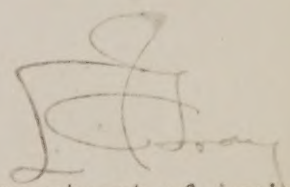


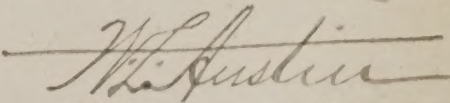


XII. Need for a Permanent Committee to Consider Proposed Changes in the Primary Statistical Work of the Departments of Agriculture and Commerce.

Your committee have considered existing primary statistical work, but we recognize that in the rapidly expanding work of the two departments, new projects for the collection of primary statistics will be developed from time to time. It is much simpler to consider the relationship of these proposed projects to the existing statistical work before the proposed projects are begun than to engage in a periodical overhauling for the purpose of discovering and eliminating overlapping. Therefore, we venture to suggest that a permanent joint committee on statistics be established to which would be referred for consideration all new statistical projects, as well as all questions of readjustments in existing statistical projects, with the understanding that the function of the committee would be to report their findings to the Secretaries of the two departments.

Respectfully submitted,

  
Department of Agriculture.

  
Department of Commerce.

